

## **ARTICLE 1. GENERAL INSTRUCTIONS**

### **Section 1300. Severability.**

**If any article, section, subsection, sentence, clause or phrase of these regulations is for any reason held to be unconstitutional, contrary to statute, exceeding the authority of the State Board of Corrections, or otherwise inoperative, such decision shall not affect the validity of the remaining portion of these regulations.**

**Guideline:** While the regulations in **Title 15, California Code of Regulations (CCR)** and those in **Title 24, CCR**, are integrated to address all the aspects of the planning, construction and operation of local detention facilities, this section indicates that one or more individual standards may be eliminated without compromising the rest.

Changes in statute and evolving case law can have an impact on regulations. This section provides that if any regulation or portion of a regulation is found unconstitutional, contrary to statute, beyond the Board of Corrections authority, or otherwise inoperable, the remaining regulations are still valid. Typically, changes in statute and established case law are incorporated into subsequent regulation revisions.

### **Section 1301. Other Standards and Requirements.**

**Nothing contained in the standards and requirements hereby fixed shall be construed to prohibit a city, county, or city and county agency operating a local juvenile facility from adopting standards and requirements governing its own employees and facilities provided such standards and requirements meet or exceed and do not conflict with these standards and requirements. Nor shall these regulations be construed as authority to violate any state fire safety standard, building standard, or applicable statutes.**

**Guideline:** Title 15 regulations are "minimum standards." This means that they establish a "baseline" for facility operations. Local juvenile facilities must operate at a level that at least meets the regulatory requirements. There is nothing that precludes facility administrators and managers from exceeding standards.

### **Section 1302. Definitions.**

**The following definitions shall apply:**

**"Administering medication," as it relates to pharmaceutical management, means the act by which a single dose of medication is given to a patient by licensed health care staff. The single dose of medication may be taken either from stock (undispensed) or dispensed supplies.**

**"Alternate means of compliance" means a process for meeting or exceeding the intent of the standards in an innovative way as approved by the Board of Corrections pursuant to an application.**

**"Appeal hearing" means an administrative procedure providing an appellant with an opportunity to present the facts of the appeal for the formal decision concerning matters raised pursuant to the purposes set forth in these regulations. Such hearing may be conducted using oral and/or written testimony as specified by the Executive Director of the Board of Corrections or the Board of Corrections.**

**"Appellant" means a county or city which files a request for an appeal hearing.**

**"Authorized representative" means an individual authorized by the appellant to act as its representative in any or all aspects of the hearing.**

**"Board" means the State Board of Corrections, which acts by and through its executive director, deputy directors, and field representatives.**

**"Camp" means a juvenile camp, ranch, forestry camp or boot camp established in accordance with Section 881 of the Welfare and Institutions Code, to which minors made wards of the court on the grounds of fitting the description in Section 602 of the Welfare and Institutions Code may be committed.**

**"Child supervision staff" means a juvenile facility employee, whose duty is primarily the supervision of minors. Administrative, supervisory, food services, janitorial or other auxiliary staff is not considered child supervision staff.**

**"Committed" means placed in a jail or juvenile facility pursuant to a court order for a specific period of time, independent of, or in connection with, other sentencing alternatives.**

**"Contact" means communications, whether verbal or visual, or immediate physical presence.**

**"Contraband" is any object, writing or substance, the possession of which would constitute a crime under the laws of the State of California, pose a danger within a juvenile facility, or would interfere with the orderly day-to-day operation of a juvenile facility.**

**"Court holding facility for minors" means a local detention facility constructed within a court building used for the confinement of minors or minors and adults for the purpose of a court appearance, for a period not to exceed 12 hours.**

**"Delivering medication," as it relates to pharmaceutical management, means the act of providing one or more doses of a prescribed and dispensed medication to a patient.**

**"Department" means the Department of the Youth Authority.**

**"Developmentally disabled" means those persons with an I.Q. of 69 or lower or with epilepsy, autism or significant neurological disability that occurred prior to age 18 and resulted in substantial disability.**

**"Direct visual observation" means staff must personally see minor's movement and/or skin. Audio/video monitoring may supplement but not substitute for direct visual observation.**

**"Direct visual supervision" means staff constantly in the presence of the minor. Audio/video monitoring may supplement but not substitute for direct visual supervision.**

**"Dispensing," as it relates to pharmaceutical management, means the interpretation of the prescription order, the preparation, repackaging, and labeling of the drug based upon a prescription from a physician, dentist, or other prescriber authorized by law.**

**"Disposal," as it relates to pharmaceutical management, means the destruction of medication or its return to the manufacturer or supplier.**

**"Emergency" means a significant disruption of normal facility procedure, policy or operation caused by civil disorder, single incident of mass arrest of juveniles or natural disasters such as flood, fire or earthquake; and which requires immediate action to avert death or injury and to maintain security.**

**"Executive Director" means the Executive Director of the Board of Corrections.**

**"Facility administrator" means chief probation officer, sheriff, marshal, chief of police or other official charged by law with administration of the facility.**

**"Facility manager" means director, superintendent, police or sheriff commander or other person in charge of the day-to-day operation of a facility holding minors.**

**"Filing date" means the date a request for an appeal hearing is received by the Executive Director of the Board of Corrections.**

**"Furlough" means the conditional or temporary release of a minor from the facility.**

**"Health administrator" means that individual or agency that is designated with responsibility for health care policy pursuant to a written agreement, contract or job description. The health administrator may be a physician, an individual or a health agency. When the administrator is other than a physician, final clinical judgments rest with a designated responsible physician.**

**"Health care" means medical, mental health and dental services.**

**"Health care clearance" means a non-confidential statement which indicates to child supervision staff that there are no health contraindications to a minor being admitted to a facility and specifies any limitations to full program participation.**

**"Hearing panel"** means a panel comprised of three members of the Board of Corrections who shall be selected by the Chairman at the time an appeal is filed. A fourth member may be designated as alternate. Members designated to the hearing panel shall not be employed by, or citizens of, the county or city submitting an appeal.

**"Inmate worker"** means an adult in a jail or lockup assigned to perform designated tasks outside of his/her cell or dormitory, pursuant to the written policy of the facility, for a minimum of four hours each day on a five day scheduled work week.

**"Jail"** means a Type II or III facility as defined in the "Minimum Standards for Local Detention Facilities."

**"Juvenile facility"** means a juvenile hall, juvenile home, ranch or camp, forestry camp, regional youth education facility, boot camp or special purpose juvenile hall.

**"Juvenile hall"** means a county facility designed for the reception and temporary care of minors detained in accordance with the provisions of this subchapter and the juvenile court law.

**"Labeling,"** as it relates to pharmaceutical management, means the act of preparing and affixing an appropriate label to a medication container.

**"Law enforcement facility"** means a building that contains a Type I Jail or Temporary Holding Facility. It does not include a Type II or III jail which has the purpose of detaining adults charged with criminal law violations while awaiting trial or sentenced adult criminal offenders.

**"Legend drugs"** are any drugs defined as "dangerous drugs" under Chapter 9, Division 2, Section 4211 of the California Business and Professions Code. These drugs bear the legend, "Caution Federal Law Prohibits Dispensing Without a Prescription." The Food and Drug Administration (FDA) has determined, because of toxicity or other potentially harmful effects, that these drugs are not safe for use except under the supervision of a health care practitioner licensed by law to prescribe legend drugs.

**"Licensed health care personnel"** means those individuals who are licensed by the State to perform specified functions within a defined scope of practice. This includes but is not limited to the following classifications of personnel: Physician/Psychiatrist, Dentist, Pharmacist, Physician's Assistant, Registered Nurse/Nurse Practitioner/Public Health Nurse, Licensed Vocational Nurse, and Psychiatric Technician.

**"Living area"** in a juvenile hall shall be a self-contained unit containing locked sleeping rooms, single and double occupancy sleeping rooms, or dormitories, day room space, water closets, wash basins, drinking fountains and showers commensurate to the number of minors housed, not to exceed 30 minors.

**"Local Health Officer"** means that licensed physician who is appointed by the Board of Supervisors pursuant to Health and Safety Code Section 101000 to carry out duly authorized orders and statutes related to public health within his/her jurisdiction.

**"Lockup"** means a locked room or secure enclosure under the control of a peace officer or custodial officer that is primarily for the temporary confinement of adults who have recently been arrested; sentenced prisoners who are inmate workers may reside in the facility to carry out appropriate work. Lockups are Type I or Temporary Holding facilities as defined in the "Minimum Standards for Local Detention Facilities."

**"Maximum capacity"** means the number of minors that can be housed at any one time in a juvenile hall, camp, ranch, home, forestry camp, regional youth education facility or boot camp in accordance with provisions in this subchapter.

**"Mental Health Director"** means that individual who is designated by contract, written agreement or job description to have administrative responsibility for the mental health program.

**"Minimum Standards for Local Detention Facilities"** means those regulations within Title 15, Division 1, Subchapter 4, Section 1000 et seq. of the California Code of Regulations and Title 24, Part 1, Section 13-102, and Part 2, Section 470A of the California Code of Regulations, as adopted by the Board of Corrections.

**"Minor"** means a person under 18 years of age and includes those persons found unfit for juvenile court pursuant to Section 707 of the Welfare and Institutions Code.

**"Non-secure custody"** means that a minor's freedom of movement in a law enforcement facility is controlled by the staff of the facility; and

- (1) the minor is under constant personal visual supervision by the staff;
- (2) the minor is not locked in a room or enclosure; and,
- (3) the minor is not physically secured to a cuffing rail or other stationary object.

**"Notice of decision"** means a written statement by the Executive Director of the Board of Corrections which contains the formal decision of the Executive Director of the Board and the reason for that decision.

**"On-site health care staff"** means licensed, certified or registered health care personnel who provide regularly scheduled health care services at the facility pursuant to a contract, written agreement or job description. It does not extend to emergency medical personnel or other health care personnel who may be on-site to respond to an emergency or an unusual situation.

**"Over-the-counter (OTC) drugs,"** as it relates to pharmaceutical management, are medications which do not require a prescription (non-legend).

**"Pilot project"** means an initial short-term method to test or apply an innovation or concept related to the operation, management or design of a juvenile facility, jail or lockup pursuant to an application to, and approval by, the Board of Corrections.

**"Procurement,"** as it relates to pharmaceutical management, means the system for ordering and obtaining medications for facility stock.

**"Proposed decision"** means a written recommendation from the hearing panel/hearing officer to the full Board of Corrections containing a summary of facts and a recommended decision on an appeal.

**"Prostheses"** means artificial devices to replace missing body parts or to compensate for defective bodily function. Prostheses are distinguished from slings, crutches, or other similar assistive devices.

**"Psychotropic medication"** means those drugs whose purpose is to have an effect on the central nervous system to impact behavior or psychiatric symptoms. Psychotropic medications include but are not limited to anti-psychotic, antidepressant, lithium carbonate and anxiolytic drugs, as well as anti-convulsants or any other medication when used to treat psychiatric conditions. Drugs used to reduce the toxic side effects of psychotropic medications are not included.

**"Regional facility"** means two or more counties bound together by a memorandum of understanding or a joint powers agreement identifying the terms, conditions, rights, responsibilities and financial obligations of all parties.

**"Remodeling"** means to alter the facility structure by adding, deleting or moving any of the buildings components thereby affecting any of the spaces specified in Title 24, Section 460A.

**"Repackaging,"** as it relates to pharmaceutical management, means transferring medications from the original manufacturers' container to another properly labeled container.

**"Request for appeal hearing"** means a clear written expression of dissatisfaction about a procedure or action taken, requesting a hearing on the matter, and filed with the Executive Director of the Board of Corrections.

**"Responsible physician"** means that physician who is appropriately licensed by the State and is designated by contract, written agreement or job description to have responsibility for policy development in medical, dental and mental health matters involving clinical judgments. The responsible physician may also be the health administrator.

**"Secure detention"** means that a minor being held in temporary custody in a law enforcement facility is locked in a room or enclosure and/or is physically secured to a cuffing rail or other stationary object.

**"Shall" is mandatory; "may" is permissive.**

**"Special purpose juvenile hall" means a county facility used for the temporary confinement of a minor, not to exceed 96 hours, prior to transfer to a full service juvenile facility or release.**

**"Status offender" means a minor alleged or adjudged to be a person described in Section 601 of the Welfare and Institutions Code.**

**"Storage," as it relates to pharmaceutical management, means the controlled physical environment used for the safekeeping and accounting of medications.**

**"Supervision in a law enforcement facility" means that a minor is being directly observed by the responsible individual in the facility to the extent that immediate intervention or other required action is possible.**

**"Supervisory staff" means a staff person whose primary duties are scheduling and evaluating subordinate staff, providing on-the-job training, making recommendations for promotion, hiring and discharge of subordinate staff, recommending disciplinary actions, and overseeing subordinate staff work. Supervisory staff shall not be included in the minor to supervision staff ratio, although some of their duties could include the periodic supervision of minors.**

**"Temporary custody" means that the minor is not at liberty to leave the law enforcement facility.**

**"Use of force" means an immediate means of overcoming resistance and controlling the threat of imminent harm to self or others.**

**Guideline:** This section establishes definitions for key terms used throughout the standards. These definitions are also included in **Title 24, Part 1, Section 13-201** and some are repeated in **Title 24, Part 2, Section 460A**. These definitions apply throughout the standards and are necessary for a common understanding of facility design, operations and programs. The definitions are the basis for determining the applicability of the standards and create a common frame of reference so that administrators, staff, funding agencies, boards of supervisors, city councils, facility inspectors and others can share a common vocabulary relative to issues facing facilities that house minors. These are the "terms of art" which underlie the **Minimum Standards for Juvenile Facilities**. While most definitions are self-explanatory and should be referenced whenever there is a question about a particular term, certain areas are highlighted below.

Facility/System Administrator: The facility administrator is usually the chief probation officer, sheriff, chief of police or other official charged by law with the administration of the facility. In a large system, the facility administrator is likely to be different from the facility manager who is the facility director, superintendent or comparable position. The facility manager has primary

operational responsibility for a juvenile facility or, when minors are held in an adult facility, the local detention facility.

Pharmaceutical Management: Administering Medication, Delivering Medication, Dispensing, Disposal, Legend Drugs, Labeling, Over-the-Counter (OTC) Drugs, Repackaging, Storage, and Disposal, are limited to pharmaceutical management of legally obtained drugs covered in **Section 1438, Pharmaceutical Management**.

Health Administrator/Responsible Physician: The health administrator is responsible for health care policy pursuant to a written agreement or job description. A health administrator could be a local health officer, physician or medical administrator. There is a distinction between the health administrator and the responsible physician. While the administrator is a trained individual who has responsibility for developing and/or managing health care services, the responsible physician must be a licensed clinician who provides health care services and is the final arbitrator of clinical decisions. They may be the same person, but it is not required.

Maximum Capacity: Maximum capacity, frequently called "Board Rated Capacity (BRC)," describes the number of occupants that can be housed in any juvenile facility or housing unit, based on compliance with all applicable standards. The maximum capacity for a room or specific area is based on the physical plant requirements in effect at the time the facility was designed. Special use areas such as sheltered housing for minors needing medical or mental health services, safety rooms, rooms dedicated solely to disciplinary segregation and holding cell capacities, are not included in the maximum capacity.

### **Section 1303. Pilot Projects.**

**(a) The Board of Corrections may, upon application of a city, county or city and county, grant pilot project status to a program, operational innovation or new concept related to the operation and management of a local juvenile facility. An application for a pilot project shall include, at a minimum, the following information:**

- (1) the regulations which the pilot project shall affect;**
- (2) any lawsuits brought against the applicant local juvenile facility, pertinent to the proposal;**
- (3) a summary of the "totality of conditions" in the facility or facilities, including but not limited to:**
  - (A) program activities, exercise and recreation;**
  - (B) adequacy of supervision;**
  - (C) types of minors affected; and,**
  - (D) classification procedures.**
- (4) a statement of the goals the pilot project is intended to achieve, the reasons a pilot project is necessary, and why the particular approach was selected;**
- (5) the projected costs of the pilot project and projected cost savings to the city, county, or city and county, if any;**
- (6) a plan for developing and implementing the pilot project including a time line where appropriate; and,**



- (7) a statement of how the overall goal of providing safety to staff and minors shall be achieved.
- (b) The Board of Corrections may consider applications for pilot projects based on the relevance and appropriateness of the proposed project, the applicant's history of compliance/non-compliance with regulations, the completeness of the information provided in the application, and staff recommendations.
- (c) Within 10 working days of receipt of the application, Board staff shall notify the applicant, in writing, that the application is complete and accepted for filing, or that the application is being returned as deficient and identifying what specific additional information is needed. This does not preclude the Board of Corrections members from requesting additional information necessary to make a determination that the pilot project proposed actually meets or exceeds the intent of these regulations at the time of the hearing. When complete, the application shall be placed on the agenda for the Board's consideration at a regularly scheduled meeting. The written notification from the Board to the applicant shall also include the date, time and location of the meeting at which the application shall be considered.
- (d) When an application for a pilot project is approved by the Board of Corrections, the Board shall notify the applicant, in writing within 10 working days of the meeting, of any conditions included in the approval and the time period for the pilot project. Regular progress reports and evaluative data on the success of the pilot project in meeting its goals shall be provided to the Board. The Board of Corrections may extend time limits for pilot projects for good and proper purpose.
- (e) If disapproved, the applicant shall be notified in writing, within 10 working days of the meeting, the reasons for said disapproval. This application approval process may take up to 90 days from the date of receipt of a complete application.
- (f) Pilot project status granted by the Board of Corrections shall not exceed twelve months after its approval date. When deemed to be in the best interest of the applicant, the Board of Corrections may extend the expiration date. Once a city, county, or city and county successfully completes the pilot project evaluation period and desires to continue with the program, it may apply for an alternate means of compliance. The pilot project shall be granted an automatic extension of time to operate the project pending the Board of Corrections consideration of an alternate means of compliance.

**Guidelines:** Please see **Section 1304, Alternate Means of Compliance**, as well as **Title 24, Part 1, Sections 13-210(c)7 and 8** for physical plant related requests for pilot projects and an alternate means of compliance. The concepts behind operations requests (**Title 15**) and physical plant requests (**Title 24**) are similar.

Regulations provide practical standards for facility design and operation; however, since differences occur among jurisdictions, and new practices become available, this section allows for innovative experimentation with new approaches to meet the intent of these regulations. An

approach may take the form of a pilot project, and after completing an evaluation period, may be considered for approval as an **Alternate Means of Compliance (Section 1304)**. If the approach proves successful and if it has statewide applicability, it will be considered for incorporation into regulation during future revisions.

Both the pilot project and the alternate means of compliance require board of corrections approval; the facility administrator must also work with Board staff to initiate this process. The regulation describes criteria by which the Board will evaluate the potential project and monitor its effectiveness. To be considered, the department must demonstrate that their proposed approach at least meets or exceeds the intent of the original regulation. Pilot project status is generally granted for a one-year development and testing period; however, at its discretion, the Board may extend the pilot project timeframe. When a pilot project has successfully completed the period of testing and development, and within 30 days prior to expiration of the pilot, the department may apply for an alternate means of compliance **Alternate Means of Compliance (Section 1304)**.

#### **Section 1304. Alternate Means of Compliance.**

- (a) An alternate means of compliance is the long-term method used by a local juvenile facility/system, approved by the Board of Corrections, to encourage responsible innovation and creativity in the operation of California's local juvenile facilities. The Board of Corrections may, upon application of a city, county, or city and county, consider alternate means of compliance with these regulations either after the pilot project process has been successfully evaluated or upon direct application to the Board of Corrections. The city, county, or city and county shall present the completed application to the Board of Corrections no later than 30 days prior to the expiration of its pilot project, if needed.**
- (b) Applications for alternate means of compliance shall meet the spirit and intent of improving facility management, shall be equal to, or exceed the intent of, existing standard(s), and shall include reporting and evaluation components. An application for alternate means of compliance shall include, at a minimum, the following information:**
  - (1) any lawsuits brought against the applicant local facility, pertinent to the proposal;**
  - (2) a summary of the "totality of conditions" in the facility or facilities, including but not limited to:**
    - (A) program activities, exercise and recreation;**
    - (B) adequacy of supervision;**
    - (C) types of minors affected; and,**
    - (D) classification procedures.**
  - (3) a statement of the problem the alternate means of compliance is intended to solve, how the alternative shall contribute to a solution of the problem and why it is considered an effective solution;**
  - (4) the projected costs of the alternative and projected cost savings to the city, county, or city and county, if any;**

- (5) a plan for developing and implementing the alternative including a time line where appropriate; and,
  - (6) a statement of how the overall goal of providing safety to staff and minors was or would be achieved during the pilot project evaluation phase.
- (c) The Board of Corrections may consider applications for alternate means of compliance based on the relevance and appropriateness of the proposed alternative, the applicant's history of compliance/non-compliance with regulations, the completeness of the information provided in the application, the experiences of the jurisdiction during the pilot project, if applicable and staff recommendations.
- (d) Within 10 working days of receipt of the application, Board staff shall notify the applicant, in writing, that the application is complete and accepted for filing, or that the application is being returned as deficient and identifying what specific additional information is needed. This does not preclude the Board of Corrections members from requesting additional information necessary to make a determination that the alternate means of compliance proposed meets or exceeds the intent of these regulations at the time of the hearing. When complete, the application shall be placed on the agenda for the Board's consideration at a regularly scheduled meeting. The written notification from the Board to the applicant shall also include the date, time and location of the meeting at which the application shall be considered.
- (e) When an application for an alternate means of compliance is approved by the Board of Corrections, the Board shall notify the applicant, in writing within 10 working days of the meeting, of any conditions included in the approval and the time period for which the alternate means of compliance shall be permitted. Regular progress reports and evaluative data as to the success of the alternate means of compliance shall be submitted by the applicant. If disapproved, the applicant shall be notified in writing, within 10 working days of the meeting, the reasons for said disapproval. This application approval process may take up to 90 days from the date of receipt of a complete application.

The Board of Corrections may revise the minimum standards during the next biennial review based on data and information obtained during the alternate means of compliance process. If, however, the alternate means of compliance does not have universal application, a city, county, or city and county may continue to operate under this status as long as they meet the terms of this regulation.

**Guideline:** Please see **Section 1303, Pilot Projects**, as well as **Title 24, Part 1, Sections 13-201(c)7 and 8** for physical plant related requests for pilot projects and an alternate means of compliance. The concepts behind operations requests (**Title 15**) and physical plant requests (**Title 24**) are similar.

The alternate means of compliance is initiated either by applying to the Board 30 days prior to the conclusion of a pilot project (**Section 1303**) or upon direct application. Typically, projects will have completed an evaluation period as a pilot project prior to going before the Board of

Corrections to request a more permanent approval of their alternate approach to the regulation. As with pilot projects, the department must demonstrate that their approach at least meets or exceeds the intent of the original regulation and the focus is on how the pilot project goals were achieved.

An alternate means of compliance is a more permanent authorization for an alternative approach to compliance than the pilot project. Approval is typically considered "permanent" as long as the department implements the approach in the manner approved by the Board; however, the Board may determine another timeframe on a case-by-case basis. An alternate means of compliance is granted under an identifiable set of circumstances. If the local agency materially alters the circumstances, the Board retains the authority to vacate the alternate approach for compliance. If the alternate means of compliance approach has universal application, it will be taken into consideration during future regulation revisions.